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# BUILDING A MORE EFFICIENT, EFFECTIVE, AND RESPONSIVE GOVERNMENT

## Executive Summary

The citizens of the District of Columbia deserve the best city in America. That means strong schools, safe streets, clean communities, affordable housing, and reliable transportation. It also means a government that works well and is more efficient, effective, and responsive than it has been in the past. During the past several years, the District government has made great strides in improving service delivery to all citizens. This improved service delivery is evident in a myriad of agencies and programs throughout District government. For example, two years ago residents waited hours to obtain a driver's license or register a vehicle. By the conclusion of FY2000, the goal of reducing the average wait time to below 30 minutes for more than 80 percent of license and registration transactions had been exceeded.

As impressive as this and other service delivery improvements are, it is even more impressive that these improvements have not initiated a return to the government of the past when expenditures regularly surpassed budgeted amounts and the number of employees skyrocketed. In fact the opposite is true, these service improvements have occurred as the government experienced four successive years with a balanced budget and a smaller overall workforce across agencies, with the exception of the DC public schools.

However, the task of creating a better working government is only just beginning and the administration remains steadfastly committed to ensuring this government is able to provide "gold standard" services to District residents. This is a mayoral priority because:

- Citizens demand and deserve it; and
- The District's current favorable economic conditions are not going to last forever. At some point, the District government will face a reduced revenue stream and the ability to provide services in the face of declining revenues will depend on the government's ability to maximize productivity.

Moving to a higher level of effectiveness and efficiency while providing higher quality services is not an easy task. It will require continued fiscal diligence and a microscopic examination of government processes and procedures with the goal of determining where improvements can be made and where money can be saved.

## Where We Are and Where We've Been

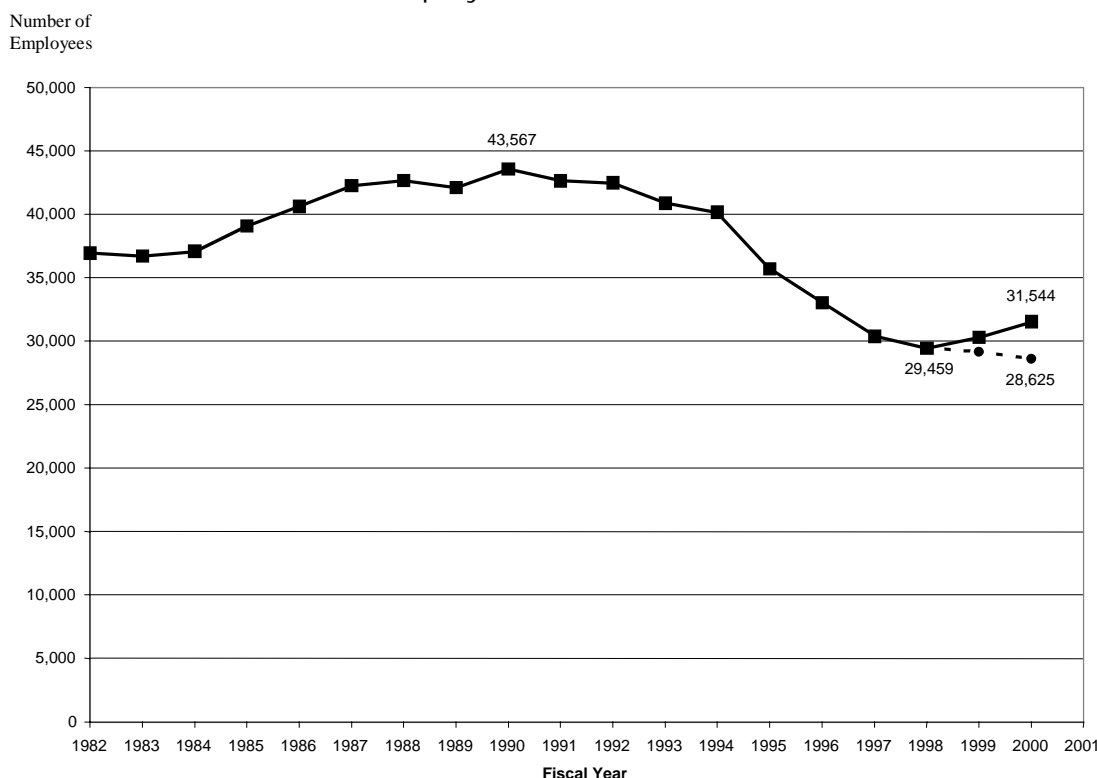
The District government's effectiveness and efficiency can be described in four phases:

- Doing less with more: spending excessively and delivering substandard services;

- Doing less through disinvestment: delivering substandard services while experiencing cuts in budget and personnel. During this phase, there was no investment in infrastructure, technology, employee training, or capital improvements;
- Doing more through investment: making the personnel, technological, and capital investments (following years of disinvestments) necessary to provide services; and
- Doing more with less: providing “gold standard” services in the most efficient and cost-effective way possible.

The following charts show clearly where we were and where we are now.

Figure 14-1  
Number of DC Government Employees



Data source information provided in Appendix A

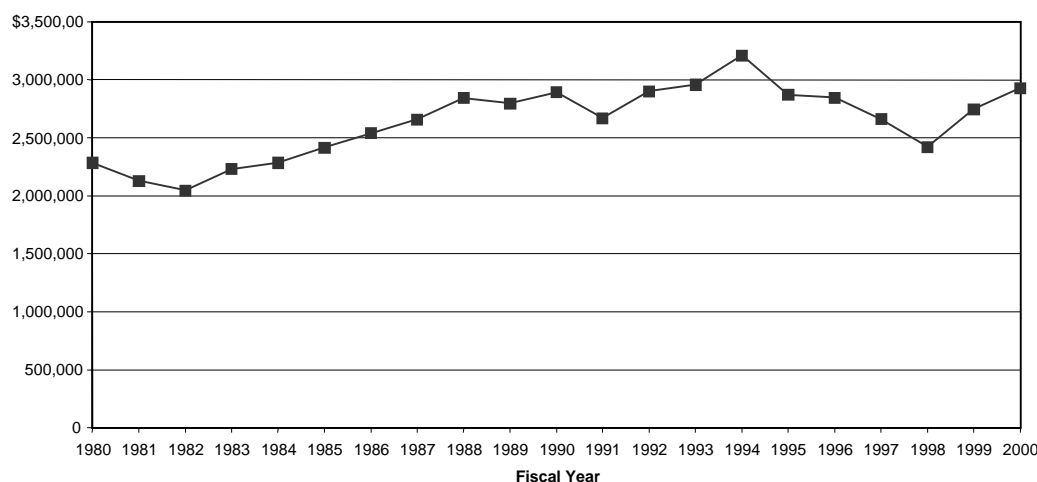
Figure 14-1 demonstrates the commitment to cutting the size of the District government while making good on its promise to invest in the District’s public schools system. The dashed line indicates what the size of the District workforce would have been had increased hiring at DCPS not taken place.

Although the overall number of District government employees has increased since 1998, that growth is attributable to a larger DCPS workforce. More teachers and school bus operators have been hired. Since fiscal year 1998, the size of District government increased by 2,085 employees.

As the number of DCPS employees increased by 2,919, the remainder of DC Government declined by 834.<sup>1</sup>

In short, while the Mayor and the Council honored their commitment to increasing resources in our schools, the rest of government has gotten smaller. Even with a sizable investment of personnel in our school children, the DC government workforce is more than 12,000 people smaller than it was at its height in 1990.

Figure 14-2  
Annual Expenditures (local dollars)



Source: Comprehensive Annual Financial Report (CAFR). All numbers adjusted using the Consumer Price Index and are reported in 1983 dollars.

Following several years of nationwide recession and stagflation, the doing-less-with-more phase of the District of Columbia government began in earnest between 1985 and 1987, when the country's economy began to boom. In response to this booming economy, the city, like many other industries both public and private, expanded. By 1990, there were 15 percent more employees on the payroll than there had been in 1984. Although the number of employees finally reached a plateau, government spending consistently exceeded the budget through 1994, when the District government reported a \$355 million deficit. Unfortunately this tremendous growth did not result in service delivery improvements. It did, however, result in the presidentially appointed District of Columbia Financial Responsibility and Management Assistance Authority (the Control Board).

At that point, the dire financial situation required severe, even draconian, measures that slashed budgets and eliminated personnel. From 1995 through 1998, the focus was entirely on balancing the budget, building up the reserves, and regaining access to credit markets. There was little or no investment in infrastructure, technology, employee training, and capital improvements. It is hardly

<sup>1</sup> The same holds true if one examines back to the beginning of Anthony William's tenure as Chief Financial Officer. The overall number of District government employees declined by 2,160 from 1996 to 2000. During the same period, the number of DCPS employees increased by 1,617. This means that the remainder of District government shrunk by 3,777 employees.

surprising, given the importance of moving out of this financial crisis that the level of service delivery and the government's ability to respond to its citizens stagnated.

Fortunately, the convergence of several factors, including greater fiscal diligence, economic growth, and the 1997 Revitalization Act, ushered in the era of doing more through investment. Since 1998, the ever-improving financial situation has enabled the government to focus on both fiscal responsibility and improving the quality and quantity of services and programs administered by the government. Following years of no investments in fleet, technology, and other areas, these improvements in service delivery and enhancements to programmatic priorities are receiving concurrent investments. In order to effect the change District citizens deserve and expect, the Williams administration is hiring critical staff, replacing old systems with new technologies, making infrastructure improvements, and investing in new capital through purchases such as new fire and trash trucks.

Doing more through investment, however, is not good enough. During this year and the next several, the government of the District of Columbia, under the leadership of Mayor Williams, is implementing initiatives and programs that will enable it to do more with less. The end goal is to provide gold standard services while saving money.

### **Moving Forward: Doing More with Less**

Moving to a higher level of effectiveness and efficiency (efficiency, by definition, is doing more with less) is not an easy task and will require continued fiscal diligence and a microscopic examination of government process and procedures with the goal of determining where improvements can be made and where money can be saved. This chapter discusses several proposals, some of which are underway and some of which are planned, that will help build this efficient, effective, responsive government capable of reaching the gold standard for service delivery in both prosperous and difficult economic times.

### **The FY2001 Savings Initiative**

In FY2001, the city undertook a \$47 million savings initiative that reduced the size of government, by both full-time equivalents (FTEs) and budgeted expenditures, and examined government operations, procedures, and processes. This initiative, part of the administration's commitment to creating a leaner government that concentrates spending of public funds on priority programs, encouraged agencies to think broadly about what and how this government does what it does. Agency directors and agency personnel questioned their basic business assumptions to provide answers to questions such as:

- What are the essential services my agency delivers?
- What businesses should we be in?
- What businesses are we in?
- What are our "core competencies?"
- How can we improve what we do?

Over the course of meetings in which agency staff and staff of the Office of the City Administrator reviewed organizational charts and employee personnel schedules, the District government began to re-examine the way it does business. It became apparent that, in some cases, personnel were not

deployed efficiently, that they were reliant on old (or no) technology, and that they were performing jobs that were not adding value to the service delivery goals of the agency.

In addition to a closer examination of the way personnel are used (an examination which eliminated approximately 600 FTEs), this savings initiative also revealed much about District government's nonpersonal service (NPS) expenditures. For example, several agencies found they were able to reduce their supplies budget, and others were able to reconfigure their workloads for less dependence on contracts and other services. Additional savings were achieved by implementing programs such as improved fleet management, whereby agencies pooled their fleet operations to operate more efficiently than they had previously.

In the short run, this savings initiative will save the District tens of millions of dollars by encouraging efficient activities among agencies. In the long run, the initiative has identified areas in which future improvements are needed and has initiated further in-depth examinations of government processes, policies, and activities.

### Reducing Expenses by Formally Managing Risk

The government of the District of Columbia, like all organizations, is continuously exposed to risks that threaten the ability to achieve its objectives. These risks, or uncertainty regarding outcomes, can cripple essential decision-making, confound anticipated outcomes, and result in unanticipated loss of resources. These unanticipated expenditures contribute to the government's cost of doing business and providing services, without improving the level and quality of service provision. There is, however, a method of mitigating such unanticipated expenditures – implementing a formal risk management program. In fall 2000, such a program was implemented in the District of Columbia, one of several programs the Williams administration has initiated to create a more efficient government.

Risk management is an essential business process designed to systematically preserve the physical, human, and financial resources of a government or industry through the process of implementing decisions that minimize the adverse effects of accidental losses on an organization. The process, can be summarized in three continuously recurring steps.

Table 14-1  
Risk Management Process

Step 1	Step 2	Step 3
The systematic identification, measurement, analysis, and documentation of the areas in which the District of Columbia Government is the most vulnerable.	The implementation of a government-wide proactive monitoring program to minimize the probability, frequency, and severity of accidental losses in the processes and practices identified as particularly vulnerable.	The implementation of a more accurate risk financing strategy that will allow the District to professionally anticipate and plan for funding loss payments and manage the adjudication of claims and recoveries.

In this city, the newly created Office of Risk Management serves as the coordinating body in implementing this business process, however, the goal of formally managing risk and minimizing its

associated costs can only be met with the cooperation of all agencies. Currently nearly all agencies have named a senior-level staff person to serve as the primary contact point in implementing risk management activities in the agency (those agencies that have not done this will do so during the next several months). These individuals also coordinate with one another to implement a comprehensive, integrated risk management program for the District of Columbia.

*Formal Risk Management Programs Save Money*

There is evidence from other cities that formal risk management programs result in monetary savings. In fact, the Public Risk Management Association, in its most recent Cost of Risk Evaluation survey, found a two-year decrease in the average cost of risk of almost 7.5 percent. In summarizing, the report stated, "The 1998 Cost of Risk Evaluation results clearly indicate that risk management is now an integral function in the public sector." Arlington County, Virginia and Philadelphia, Pennsylvania implemented programs similar to the District's program and both experienced significant economic, efficiency, and effectiveness gains from their integrated risk management programs. In New York City, a new strategy regarding the management of risk in the specific arena of settlements and judgements, saved the city more than \$50 million.

The Office of Risk Management has identified numerous areas in which risk can be better managed.

Table 14-2

Areas in which risk management can help

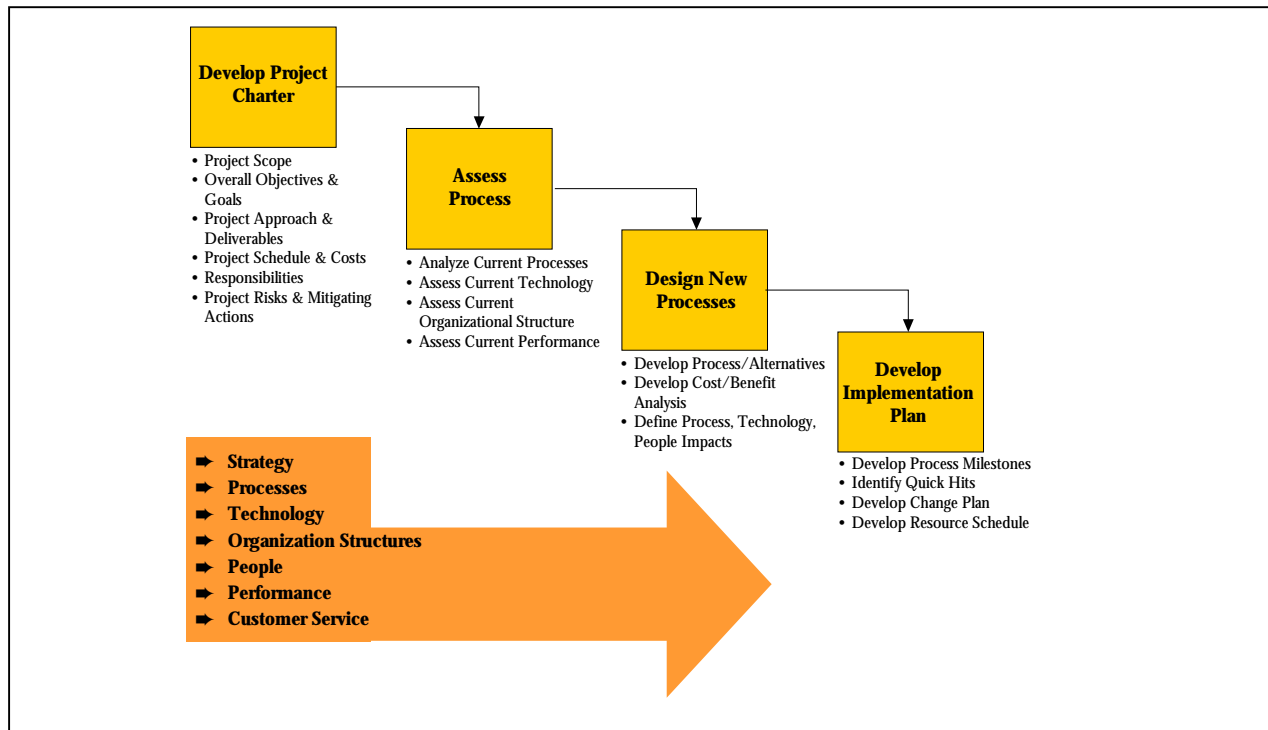
Targeted Area	Proposed Strategies
Disability compensation	Improving claims management and expediting return to work programs for employees receiving disability compensation. It is anticipated these strategies will save \$2.25 million of the \$10 million in operational improvement savings for FY2002.
Pre-litigation settlements, judgements, and claims adjudication	Improving claims management through the implementation of a new computerized monitoring system and improved agency support. It is anticipated these strategies will save \$1.3 million. This amount has been removed from the FY2001 baseline budget.
Workplace safety and security	Implementing a proactive agency risk assessment and control councils Improving solution implementation and compliance monitoring.

**Using Business Process Reengineering to Streamline Government Activities**

Business Process Reengineering (BPR) is a management tool that addresses the alignment of business processes, technology, and organization structures to ensure that product and service delivery is reliable, predictable, and efficient. There are two major components to a reengineering effort. The first is the BPR analysis. The generic BPR analysis methodology is described in Figure 14-3.

The second component of BPR is implementation. The implementation plan, developed as part of the BPR analysis phase, drives the implementation of recommendations. In general, the implementation of recommendations should include quick fixes, short-term initiatives, and long-term initiatives. This three-pronged approach enables the process to start receiving the benefits of the reengineering immediately and maintain project momentum through full implementation.

Figure 14-3  
BPR Analysis Methodology



BPR is an extremely useful tool in working to create a more efficient government for several reasons. BPR focus on processes rather than organizations performing processes. For example, the procurement process would be reengineered rather than the Office of Contracting and Procurement as a corporate structure. By taking a process view, cross-agency processes are examined, resulting in improvements over the entire process rather than portions of a process in an individual agency. In addition, the multi-year and enterprise-wide (i.e., District-wide) strategic planning for reengineering ensures the leadership, resources, and priorities for process improvement.

#### *BPR in the District of Columbia*

In the District of Columbia, the BPR function in the Office of the Chief Technology Officer (OCTO) works with the Operational Improvements Division (OID) in the Office of the City Administrator to identify and manage projects. BPR projects are identified based on need as well as agency readiness and are funded either through the BPR function or by the agencies. The BPR function will typically fund the analysis phase and agencies will fund the implementation phase. However, several agencies are now funding their own projects and requesting technical assistance from the BPR function for project management and guidance.

There have been several successful BPR initiatives that have resulted in cost savings, process improvements, and service delivery improvements to District citizens. (See Table 14-3.)

Table 14-3

BPR	Outcomes
Implementation of <i>Answers, Please!</i> , a social services information and referral system to providing citizens 24-hour access to government and community-based social services programs.	<i>Answers, Please!</i> is considered a best practice by the National Alliance of Information and Referral Systems (AIRS) and is staffed by AIRS-certified Community Resource Advisors.
Reorganization of the Facilities, Operations and Maintenance Administration (FOMA) within the Office of Property Management.	FOMA reorganization saves \$3 million annually.
A reengineering of the Abandoned & Junk Vehicles Division within the Department of Public Works and subsequent implementation of recommendations for process, legislative, organizational, and technological improvements.	These recommendations will result in better service and cost savings (total savings not known until implementation is complete).
Reengineering and implementation of recommendations to improve the pothole repair process of the Street Maintenance Division within the Department of Public Works.	New processes will improve service and move from reactive to proactive management.
Implementation of Phase I of the Safe Passages Information System.	Will allow for sharing of data across three agencies and four data systems with expansion to include more children, programs, and agencies.
Reengineering of the Office of the Chief Medical Examiner (OCME) to define and automate core processes.	Implementation of a state-of-the-art software package will replace manual and paper-based processes with electronic case files and workflow tools for better monitoring of cases.

*The Future of BPR in the District*

As a result of the successes of these initiatives, all of which support one or more of the administration's priority areas, OCTO and OID have identified several other areas in which BPR will be initiated over the next year. Some of the processes to be examined include:

- The re-certification process of DC Healthy Families, the State Children's Health Insurance Program. The goal is to ensure that children maintain their health benefits and that their parents or guardians are aware of the supporting documentation needed to apply;
- The core business and administrative processes of the Office of Corporation Counsel in order to improve the overall delivery of legal advice and support to the District. One key outcome will be the identification of a case/matter management system;
- The Street Construction Notice to Proceed required prior to initiating projects. Currently this process takes over 1500 days to complete; and
- Over the next several years, many more government processes will undergo a BPR. In addition, OCTO recommends, as part of the BPR program, conducting an assessment to identify core business processes the District performs across agencies. This assessment should feed into a strategic planning process that identifies the goals and priorities for District-wide reengineering and process improvements that will continue to assist in creating a more efficient District government. Thus, business process reengineering will also assist in the identification of areas for future improvements.



## Using Improved Technology to Make Government Work Better

Innovations in technology present one of the greatest opportunities for District agencies to streamline processes and become more effective and efficient. As mentioned in the BPR section, many of the process improvements suggested and implemented incorporate new software programs and create environments that allow, in many cases for the first time, multiple agencies to share data and information. This sharing of data will improve exponentially the agencies' ability to perform their jobs. In addition to those specific technological improvements that target particular processes and functions, the District will continue to implement new and improved technologies and develop policies and standards that will allow everyone to perform their jobs more efficiently and effectively.

As described earlier, the state of technology, perhaps more than any other single factor, reflects the lack of investment endemic to District government from the mid-1980s through the late 1990s. In June 1998, when the OCTO was created, technology in the Government of the District of Columbia looked like this:

- Excepting the newly installed financial systems, none of the District's 370 systems were integrated with any other system making it impossible to exchange data or consolidate information between agencies;
- There were modest local area network (LAN) complements, but no wide area network (WAN) that allowed for communications between and among agencies throughout the city;
- There were nine data centers, all of which operated on 1960-1970s hardware platforms;
- The average computer application was between seven and ten years old (the IT industry makes nearly daily advancements);
- The city's e-mail system was individual agency based and required 52 individual agency servers;
- Of 30,000 phones, 8,000 were rotary and not one was modern, digitally based phone; and
- There was no web-based technology, no citywide strategic plan, no volume purchasing agreements, and it was close to impossible to recruit sophisticated IT professionals.

The above snapshot is provided to show exactly how archaic the status of technology in this city was just two and one half years ago. The fact that the technology situation was so dire is not, however, an excuse for an inefficient government, rather it provides the historical context required to understand where this government is going and the efficiency improvements that will result from the use of innovative technologies.

To achieve technological efficiencies and improvements in effectiveness the District of Columbia is currently embarking on the following activities:

Table 14-4  
Technology Improvements

Activities	Anticipated Outcomes
Stabilize operations and institute sound management practices.	Minimize the risk and time required to launch IT projects and ensure delivery of timely, cost-effective services that meet the needs of District residents and government employees.
Build the infrastructure and implement "Tech City."	Provide access to IT systems and automation tools that will maintain consistent, available, and

City.”	reliable technology.
Consolidate the multiple, redundant data centers into a high-quality, secure, efficient, and reliable operation.	Eliminate redundant and/or inconsistent data and/or eliminate inefficiencies related to maintaining numerous interfaces and programs.  Save millions of dollars each year. (\$500,000 has been counted as part of the FY2001 Savings Initiative.)
Complete the state-of-the-art, comprehensive unified communications center (UCC) that will house an emergency operations center, emergency “911” and non-emergency “311” call-taking functions, and the citywide customer service call center (727-1000).	This will be one of the nation’s premier large-scale integrated call centers. It will provide the highest level of customer service and government responsiveness in multiple areas.

Finally, one of the greatest improvements in the way this government does business using technology will occur as a result of enhancements to the e-government initiative already in place. The full implementation of the citywide, web-enabled applications will provide information to both District employees and citizens via the Internet. In addition to providing access to information, the completed e-government initiative will allow citizens to perform transactions *on-line* 24-hours a day, instead of *in-line* during business hours.

### Improving Code Enforcement Activities

One of the administration’s newest priority initiatives designed to create a more effective and efficient government is the Improved Code Enforcement Initiative. During the 2000 Citizens’ Summit, District citizens expressed discontent with the slow, inconsistent, and ineffective enforcement of District regulations.

Fulfilling this seemingly simple request to improve code enforcement has proven difficult because the regulations the District enforces are not always aligned for optimal results. According to the Neighborhood Services Team, there are times when inspectors could be more efficient if empowered to enforce regulations outside their agency. A fragmented adjudication process and enforcement follow-up process often means that citations and violations go unheeded or unanswered. As a result, the District loses money in the form of uncollected violation payments.

Although organized and spearheaded by the Operational Improvements Division, like many of the proposals discussed, this initiative requires the collaboration and cooperation of multiple agencies. For this initiative, project teams with personnel from the Department of Health, Department of Consumer and Regulatory Affairs, Department of Public Works and other affected agencies have been assembled to work on rationalizing code enforcement. The Improved Code Enforcement initiative has four main components:

- **Code Harmonization** – Teams are reviewing various sections of the DC Code and the DC Municipal Regulations to identify conflicting sections of code and regulations or sections that address similar infractions but which have differing fines, compliance periods, or enforcement

mechanisms. The goal is to provide similar enforcement methods, timeframes, and penalties for similar offenses and violations.

- **Cross-Trained Inspectors** – Teams are examining the different types of regulations enforced by various agencies to determine those that could be enforced by appropriately cross-trained inspectors. This follows the Mayor’s “super-inspector” concept to empower inspectors to cite violations under a significantly wider array of regulations than has previously been allowed. As a result of this change, inspectors who enforce regulations relating to “clean, safe, and healthy neighborhoods” will not need to call another inspector to a property when a violation exists that is currently outside of their jurisdiction. For example, a health inspector who finds a locked fire exit in a building can issue a citation with the same authority of a fire inspector.
- **Putting More “Teeth” in Enforcement** – The teams will also make recommendations about ways to follow-up to ensure compliance with abatement orders and administrative fines and penalties. This includes linking enforcement actions to “Clean Hands” records to ensure that people who do business with the District have complied with citations and paid any fines. Teams are also exploring how to better enforce regulations allowing the government to add unpaid fines to tax bills.
- **Consolidated Adjudication** – New legislation submitted to the Council will create a single, central, independent venue for administrative trials and hearings. This will streamline the adjudication process through improved facilities, systems, and management. It will also provide a more identifiable and user-friendly environment for citizens to seek adjudication of their code enforcement matters.

The multi-agency collaborative approach exemplified by the Improved Code Enforcement Initiative will serve as a model for improving the effectiveness and efficiency of many other problem areas, especially those that do not fall neatly within one agency. Through this mayoral initiative the city will both operate this function more effectively and increase District revenue in the form of increased fine collections. In addition, because the citizenry identified this problem area, it illustrates the importance of improving the responsiveness of government and working to enhance its ability to interact with citizens.

### The Importance of Building a Responsive Government

In many ways, the ability of a government to respond and interact with its citizenry is both the start and the end of becoming more effective and doing more with less. The citizens of the District of Columbia know what services they want from the government and know how well or poorly government provides those services. Without the input and collaboration of citizens the government can neither effectively identify areas in need of improvement, nor can it measure its attempts at becoming more efficient. Thus, the ability of a government to act effectively is integrally related to its ability to solicit feedback from its citizens. This government understands that and has partnered with its citizens to change the feel and effectiveness of the District’s business practices. The resulting approach was to facilitate citizen access to and communication about government services and to use the information to provoke and measure the quality of services and programs provided.

The Citywide Call Center (CWCC) (727-1000) and its website best exemplify the efficiencies and customer service improvements achieved by simplifying citizen access to government services. The CWCC provides one number for citizens to reach any District employee, to submit requests for city services, to receive information about city operations, and to provide opinions and feedback on any

government issue. As the 727-1000 number has become more familiar to citizens, usage has increased. In an average week, over 6,000 calls for general information and 1,500 calls for specific services are received. With a click of a mouse, these same features and more are available from the District's website.

These consolidated entry points not only bring government services closer to every citizen; they also reduce the overhead costs associated with redundant and expensive call centers. The consolidated call center and e-mail functions also yield significant efficiency improvements through:

- Improved tracking of repetitive service and information requests;
- Better channeling of constituent requests to where they are most effectively addressed;
- Standardized quality of information; and
- Greater ease of quantifying, analyzing, and utilizing data on constituent requests to effect additional operational efficiencies.

Promoting abundant constituent feedback is essential to the District's approach to creating operational efficiencies and improving government processes through better customer service. The same vehicles that enable easy access to government services – the CWCC and the website – also facilitate constituent feedback about those services. The issues raised by constituents help to identify and target those agencies and services most in need of efficiency improvements. Additionally, through these consolidated entry points, the District government can do more than identify future services and agencies in need of improvements, it will also be able to monitor the effectiveness and efficiency efforts completed or underway. Standardized reports on constituent issues are part of the District's performance measurement process and are used by the Mayor, the City Administrator, and the Deputy Mayors to drive the discussion of efficiency, resource allocation, and accountability. As a result, District agencies and employees are initiating operational and cultural change in anticipation of constituent needs and wants.

## **Conclusion**

The District of Columbia Government has come a long way from the days of rotary phones, multi-million dollar budget deficits, and sub-standard service delivery. However, there is still much to be done to create the responsive, effective government that District citizens expect and deserve. Many of the methods designed to create a more efficient and effective government have been discussed, as have many of the anticipated areas of savings. There are numerous other activities underway and planned that will also streamline processes and activities and create a more efficient and effective government.

Many of these and other activities will result in specific, identifiable monetary savings in addition to the savings that will occur as a result of the formal risk management program, and the continued data consolidation program. Other initiatives may not produce immediate savings but will create a more effective government with the potential for savings over the course of the next several years. All of the processes and improvement initiatives will help the government move to providing "gold standard" service delivery in an effective and efficient way.

## Appendix A

### *Notes for the budget data:*

From 1983 onward employee benefits are recorded as other long-term liabilities instead of current expenses. The 1985 and 1986 expenditures exclude refunded principal debt to maintain consistency with other years. In 1997, as part of the Revitalization Act, the Federal government assumed pension costs and correction costs, as well as a higher percentage of Medicaid costs. In 1998 the District took an employee benefit deduction that dropped total expenditures. The 1999 increase in the budget is largely attributable to three factors: (1) The establishment of the Federal Corrections Trustee, provided by the Department of Corrections, in accordance with the National Revitalization Act of 1997. The Federal Corrections Trustee was established to monitor and oversee the transition of the Federal government's takeover of the District's adult felon inmates; (2) Increased expenditures in the area of Government Direction and Support Y2K needs (Funding provided by the Federal government); and (3) A refunding of bonds.

### *Notes for the Employee Numbers:*

In order to accommodate for the lack of a single source of agency-specific data for the nearly twenty-year period of analysis, two sources of data have been used. The employee numbers from 1998 through 2000 have been provided by the Office of Budget and Planning (OBP) in the Office of the Chief Financial Officer. These numbers are a count of the full-time equivalents as of the final pay period of the fiscal year (on or about September 25).

The employee numbers from 1982 through 1995 have been provided by *Indices, A Statistical Index to District of Columbia Services*. Index data provide a count of all employees, including part-time and full-time, temporary and permanent as of October 1 (the first day of the new fiscal year). For consistency purposes the count taken on October 1 is assumed to be the same as the count would be had it been taken on the final day of the previous fiscal year (September 30).

In 1996 and 1997, data were available from both sources. The numbers used for analysis is the average of the two: for example, after the adjustments discussed in the next paragraph, the 1996 OBP reported count was 33,588 and the Indices number was 32,494 with an average of 33,041 used for the analysis. In 1997, OBP reported 30,343 employees and Indices reported 30,432, a difference of only 89 employees. The average number used for this analysis is 30,388.

Finally, because of transfers to the federal government (the courts), shift of an agency from Mayoral control to one that is independent (WASA), and other identified inconsistencies in data reporting, adjustments were made to the numbers for both Indices and OBP for several years and agencies. This was done to attain the most accurate trend comparison possible in the absence of a complete, agency-specific data source for all years used in the analysis.

### *Adjustments to OBP data:*

- In 1996, OBP data included WASA, the PBC, District courts and the Sports Authority. All of this agency specific data was excluded from the employee count used for this analysis.
- In 1997, OBP data included the District courts. This agency specific number was removed from the count used for this analysis.

*Adjustments to Indices data:*

- 3,074 employees were added to years 1982-1986 to adjust for the increase in employees resulting from the transfer of St. Elizabeth Hospital from the federal government to the District government.
- From 1982-1990 the actual number of employees at DC General were subtracted from the total employee numbers. From 1991-1995 the actual number was unavailable so the number 2,000 was used as an estimated number of employees, based on an average of the actual 1990 number reported by Indices (2,349) and the actual OBP reported number (1,618) in 1996.
- Per OBP data, the number of WASA employees in 1996 was 1,238. The Indices number was unavailable so this number was subtracted from the Indices employee numbers for all years.
- Per OBP the number of Sports Authority employees in 1996 was 146. The Indices number was unavailable so this number was subtracted for all years because Indices data included it for each year.
- In 1997 the Federal Government assumed control of the District courts. In 1994 Indices reported 1,523 court and pre-trial services employees, the 1997 Indices reports only 121 pre-trial service employees with a note that District courts were no longer part of the District's personnel and pay records system. The difference of 1,402 (1,523-121) was subtracted from the reported employee count for all years except 1997.